

STATE COASTAL CONSERVANCY

Project Summary  
June 19, 1992

MARINA BAY SHORELINE TRAIL - PHASE III

File No. 88-018  
Project Manager: Karen Rust

**REQUESTED ACTION:** Authorization to disburse an amount not to exceed \$194,000 to the City of Richmond for the construction of approximately 1/4 mile of trail, under the third phase of the overall project, along the City's Marina Bay shoreline.

**LOCATION:** Between the City of Richmond's Marina Bay Shoreline Trail, Phase I and the Meeker Slough trail segment, Phase II (Exhibit 1)

**PROGRAM CATEGORY:** Public Access

<b>ESTIMATED COST:</b>	City of Richmond	\$194,000
	New Coastal Conservancy Funding	101,020
	Redirected Phase I Conservancy Funding	<u>92,980</u>
	<b>TOTAL</b>	<b>\$388,000</b>

**PROJECT SUMMARY:** The City proposes to build an additional 1/4 mile of trail along the Marina Bay shoreline, from the east end of Phase I of the trail, to the railroad bridge over Meeker Slough (formerly called Meeker Ditch). This third phase of trail will connect the Phase I segment with Phase II, which the City has completed along the banks of Meeker Slough, as well as to the proposed Regional Park shoreline trail to Point Isabel. This Phase III connection will form almost four miles of continuous recreational trail along San Francisco Bay.

The new trail segment will provide about 1/4 mile of public access to an area boasting a variety of attractions including a marsh area, wildlife area, and viewing area.

With the completion of Phase I in September 1991, the use of the area as a destination for people fishing and hiking has increased significantly, especially because parking and picnic facilities are now available. Phase II, which runs along Meeker Slough, is outside the Bay Conservation and Development Commission's boundary, and was paid for by the City, but will be a direct link to Phase III and the shoreline. Phase II has also increased public access to the shoreline, from an inland direction. Conservancy funding for Phase III is needed so that people from throughout the Bay Area may enjoy more of the northeastern shoreline of San Francisco Bay, with its panoramic views of the East Bay, San

Exhibit 2: June 19, 1992 Staff Recommendation

Francisco, both the Bay and Golden Gate bridges, and the islands of the Bay.

Staff recommends authorizing a grant of monies set aside specifically for access projects around San Francisco Bay. This trail phase will connect the other recently completed San Francisco Bay Trail segments in the Marina Bay area, providing for increased public access in one of the most rapidly growing residential centers in the Bay Area.

STATE COASTAL CONSERVANCY

Staff Recommendation  
June 19, 1992

MARINA BAY SHORELINE TRAIL - PHASE III

File No. 88-018  
Project Manager: Karen Rust

**STAFF  
RECOMMENDATION:** Staff recommends that the State Coastal Conservancy adopt the following resolution pursuant to Sections 31400 *et seq.* of the Public Resources Code:

"The State Coastal Conservancy hereby authorizes the disbursement of an amount not to exceed one hundred ninety-four thousand dollars (\$194,000) to the City of Richmond for the construction of 1/4 mile of trail, with attendant lighting, seating and landscaping features, in the Marina Bay Redevelopment Area of the City of Richmond, subject to the following conditions:

1. No funds shall be disbursed until the Executive Officer has approved in writing:
  - a. A final work plan (including final construction drawings) and a final project budget;
  - b. A signing plan directing the public to the project, and a plaque acknowledging Conservancy assistance; and
  - c. Evidence that all necessary permits, environmental clearances and approvals for construction and signage have been obtained.
2. All portions of the trail and related facilities shall be made accessible to handicapped persons in accordance with State Regulations for Handicapped Access."

Staff further recommends that the Conservancy adopt the following findings, based on the project analysis, exhibits, and attachments contained in the accompanying staff report.

"The State Coastal Conservancy hereby finds that:

1. The proposed project is consistent with the purposes and objectives of Sections 31400 *et seq.* of the Public Resources Code;
2. The proposed project will serve greater than local needs;



3. The proposed project is consistent with the Conservancy's Access Standards and Program Criteria."

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**STAFF DISCUSSION:**

**Project Description:** The project is located on the northeast shore of San Francisco Bay, approximately 1.5 miles northwest of Point Isabel in Richmond, California (Exhibit 1). The project comprises the construction of 1230 feet of 8 foot-wide asphalt concrete trail, and 675 feet of 6 foot-wide decomposed granite trail, including street furniture and lighting. Landscaping along the trail varies in width from 75 to 100 feet and includes rest areas and overlooks with seating.

This Phase III section of trail will connect Phases I and II linking the Marina Bay Esplanade with Friendship Park, the soon-to-be-built Peninsula Park, and the Meeker Slough Trail, for a total of 1.5 miles of trail. The proposed Regional Park shoreline trail to Point Isabel, along with the newly completed trail mitigating CalTrans' widening of Interstate 580 (from Central Avenue to Interstate 80), would add approximately 2.5 more miles of San Francisco Bay Trail (Exhibit 3).

The project would serve people from throughout the Bay Area and beyond. It is near Interstate 580 and is also accessible to boaters utilizing the 2,000-berth marina sheltered behind the peninsula on which these project phases are being built. The site affords tremendous views of most of the northern bay. This area will eventually be a major East Bay access point to the San Francisco Bay Trail. Estimates at this time indicate that 25,000 to 45,000 visitors will use the facility annually.

**Project Financing:** The total cost of this project is estimated to be \$388,000. There are three proposed sources of funds. The City will contribute 50 percent of the total amount, or \$194,000, and the Conservancy would provide the other 50 percent, using \$92,980 remaining from its grant for Phase I, and \$101,020 in new funds.

**Budget:**

City of Richmond	\$194,000
New Coastal Conservancy Funding	101,020
Redirected Phase I Conservancy Funding	<u>92,980</u>
<b>TOTAL</b>	<b>\$388,000</b>

**Site Description:** The Marina Bay shoreline is located along the southern edge of the City of Richmond, near the Richmond Harbor. The site of the Phase III trail segment boasts fine natural environments, including intertidal, salt marsh, and a fresh-water slough. The City has worked closely with the San Francisco Bay Conservation and Development Commission (BCDC) and staff from the Department of Fish and Game in seeing to it that the plant and animal



resources of the area are protected and the public educated through an interpretive area overlooking the marsh. The area inland of the trail is being developed by the City as one of Richmond's premiere residential areas. The location was originally used for the Kaiser shipbuilding facility during and immediately after World War II.

**Project History:** The City of Richmond first approached the Conservancy about a public access grant for the Marina Bay area in 1982. A grant was awarded, but subsequent difficulties encountered by the City in arranging a funding match led to the termination of the grant. In the Conservancy's last Bay Grant Round, approved in January 1988, the City of Richmond's application for shoreline access was not one of the fifteen chosen for funding because staff did not think the project was close enough to start-up at that time.

After further negotiations with Conservancy staff, the City resubmitted its application, this time as a partial grant/partial loan arrangement. At its meeting of July 22, 1988 the Conservancy approved a grant of \$200,000 and loan of \$115,000 to construct approximately one mile of Phase I trail at Marina Bay. As it turned out, start of construction was delayed yet again by the discovery of large amounts of lead paint in the soil, as well as by the uncovering of unexpectedly huge concrete slabs (left over from the shipbuilding facility) buried beneath several feet of soil. Once these items were cleared out, the trail work was completed fairly quickly in September 1991. The actual cost of constructing the trail came in at \$92,980 under the grant amount. The City will be repaying the \$115,000 loan portion of the \$228,020 billed to the original grant, and has asked that the remaining balance of the grant portion be reauthorized for Phase III. As match, the City spent \$609,000 of its own funds for the parking lot, restrooms, and picnic area at the west end of the Phase I trail segment (Friendship Park).

The construction costs estimate for the Phase III portion of the trail should be much more accurate, as it is based on the actual costs of the work done on the first two phases.

**Alternatives:** The alternatives to the Conservancy contributing to the funding of Phase III with the City are: do nothing; build a minimal trail; or delay building the trail until the City can pay for it on its own. In any case, people will persist in hiking from the end of Phase I to Meeker Slough and Point Isabel, causing erosion and potential disturbance of the area's wildlife if not constrained to follow a carefully situated trail. Doing nothing or delaying construction would result in disturbance of the resources, and costs would most probably be higher at a later date. Similarly, building a minimal trail might keep people directed away from the wetland area, but would be subject to erosion and deterioration sooner than the substantially engineered and paved trail proposed. Maintenance and/or replacement costs would be greater and needed sooner, than those expected for the proposed trail.



**PROJECT SUPPORT:** On April 13, 1992, the City Council and the Redevelopment Agency of the City of Richmond (two bodies with the same members) each unanimously approved the continuation of the Marina Bay Shoreline Trail project, and directed City staff to apply to the Conservancy for funding assistance.

**CONSISTENCY WITH  
CONSERVANCY'S  
ENABLING LEGISLATION:** Public Resources Code Section 31400 authorizes the Conservancy to assume a principal role in the implementation of a system of public accessways along the coast, including San Francisco Bay. Under Section 31400.2, the Conservancy may provide up to the total cost of development of public accessways by public agencies and nonprofit organizations. Under Section 31400.3, the Conservancy may provide assistance as is required to aid public agencies and nonprofit organizations in establishing a system of public coastal accessways. This authorization would enable the Conservancy, and the City of Richmond's Redevelopment Agency, to establish a large segment of the Bay Trail along San Francisco Bay by providing \$194,000 of the total costs of the project.

**CONSISTENCY WITH  
CONSERVANCY'S  
PROGRAM GUIDELINES:** **Projects on San Francisco Shoreline:** The Public Access Program emphasizes projects which help complete the trail system along the Bay Area shoreline. The proposed project is part of the San Francisco Bay Trail, and is a priority addition to that trail system, especially with the attendant facilities provided.

**Urgency:** The Phase III segment must be built soon in order to take advantage of the timing of construction of the next phase of housing to be built at Marina Bay. The construction of the trail will be much more easily accomplished, and at a lower cost, if done before the housing goes in between Bayside Drive and the shoreline (see Exhibit 2: Vicinity Map).

**Serves Greater than Local Need:** Marina Bay Shoreline, as improvements have occurred, has become a regional facility. The population within a twenty-five mile radius is estimated to be three million people. At present, the use of the Marina Bay shoreline area is estimated at between 25,000 and 45,000 visitors per year, with the higher figure expected to hold when all of the phases are completed.

**Other Sources of Funding:** The other source of funds expected to match the Conservancy's grant is the City's Marina Capital Improvement Fund.

**Consistency with Bay Plan:** This project is consistent with the San Francisco Bay Conservation and Development Commission's Public Access Supplement Map of the Bay Plan, which calls for a continuous shoreline recreational area including trails. BCDC has recently reviewed and approved the plans for this phase, and the

entire project is proceeding under the initial permit granted by BCDC.

**Consistency with Access Standards:** The project is consistent with five Conservancy Access Standards:

1. **Location of facilities:** The proposed trail will be situated to minimize alterations to natural land forms and conform to existing contours.

**Hazard potential:** The proposed trail will be managed; it will not increase erosion hazard.

2. **Privacy:** The project is designed to shield the public from the private residences by separation of grade, low walls, earth forms, and planting, while still maintaining views from the residences.
3. **Scenic overlook:** The proposed trail will provide access to destinations where a unique or unusual view of the Bay can be realized.
4. **Support facilities:** The proposed trail will provide for facilities associated with improving public use, such as parking, restrooms, benches, fishing steps, signs, and trash receptacles.
5. **Bikeway:** The main part of this Phase III trail will meet Class I Bikeway standards for width, at 8 feet. The loop to the resource overlook will be six feet wide.

**COMPLIANCE**

**WITH CEQA:**

On July 16, 1987, the City of Richmond, lead agency for purposes of the California Environmental Quality Act, certified a Negative Declaration for the entire public access component of the Marina Bay project. The Negative Declaration passed through the State Clearinghouse process, and no objections were raised during the comment period. Conservancy staff concurs that, as designed and permitted by the San Francisco Bay Conservation and Development Commission, none of the phases of trail work, including Phase III, will have a significant adverse impact on the resources on-site and in the vicinity.